



Division of  
the Budget

## MENTAL HYGIENE

**\$200 million**

to address the heroin & opioid crisis



The Budget invests **\$20 million** to support existing residential programs, a total increase of **\$70 million annually** since FY 2015.



**\$70 million**

Since FY 2015, roughly **52,500 new individuals** are receiving community-based services.

### RESPIRE CARE

Since 2014, the State has provided respite services to families by enrolling **46,000 individuals** – an increase of nearly **21 percent**.



### SUPPORT FOR DEVELOPMENTALLY DISABLED

OPWDD has helped **6,400 individuals** with developmental disabilities to live independently since 2013, an increase of **OVER > 160%**



# **Mental Hygiene**

---

The FY 2021 Executive Budget supports expansion of community-based care, strengthens the oversight of services for vulnerable persons, and makes investments to ensure that individuals are served safely in the most integrated and cost-effective setting possible. The Budget also combats the opioid epidemic through the expansion of prevention, treatment, and recovery programs.

## **Overview**

The Mental Hygiene agencies and associated community-based programs provide services to individuals with mental illness, developmental disabilities, and addictions. These agencies are composed of the Office of Mental Health (OMH), the Office for People With Developmental Disabilities (OPWDD), the Office of Addiction Services And Supports (OASAS), the Developmental Disabilities Planning Council (DDPC), and the Justice Center for the Protection of People with Special Needs (Justice Center). The Mental Hygiene agencies support services for more than one million individuals, including more than 800,000 people with mental illness, 234,000 individuals with substance use disorders or gambling problems, and 140,000 people with developmental disabilities.

## **Caring for New York's Vulnerable Citizens**

The State's Mental Hygiene system provides or oversees care and services for individuals in State-operated and voluntary-operated programs that help individuals live in the most integrated setting possible and lead full and productive lives. These programs and services include residential, outpatient, clinic, habilitative, and treatment programs; and institutional and research facilities.

The Budget reflects the Governor's ongoing efforts to fundamentally improve the protection and care of vulnerable individuals. Strategic investments are funded through programmatic efficiencies and system-wide solutions to reduce State operations costs in service delivery, purchasing, business services, information technology, and other areas.

Proposed actions for the Mental Hygiene agencies include enhanced efforts to combat the opioid crisis, additional support for residential programs, and continued investments in community-based services.

The Executive Budget proposals result in Mental Hygiene system spending of \$7.8 billion in FY 2021, reflecting annual spending growth of \$299 million (4.0 percent).

## Mental Hygiene

**Table 14: Mental Hygiene All Funds Spending**

Category	FY 2020 (millions)	FY 2021 (millions)	Change	
			Dollar (millions)	Percent
OPWDD	3,752.1	3,953.8	201.7	5.4
OMH	3,049.3	3,121.7	72.4	2.4
OASAS	638.4	662.2	23.8	3.7
JUSTICE CENTER	43.7	45.2	1.5	3.4
DDPC	4.2	4.2	0.0	0.0
<b>Subtotal</b>	<b>7,487.7</b>	<b>7,787.1</b>	<b>299.4</b>	<b>4.0</b>
Adjustments - OPWDD <sup>1</sup>	(611.0)	(1,974.6)	(1,363.6)	N/A
Adjustments - OMH <sup>1</sup>	0.0	(220.0)	(220.0)	N/A
<b>Total</b>	<b>6,876.7</b>	<b>5,592.5</b>	<b>(1,284.2)</b>	<b>(18.7)</b>
<sup>1</sup> Adjustments reflect OPWDD and OMH programmatic spending that is paid for with available resources under the Medicaid Global Cap. There are no budgetary reductions or impacts to mental hygiene program spending as a result of these interactions. In addition to these amounts, Federal Medicaid spending for these agencies is reflected in the DOH budget.				

### Proposed FY 2021 Budget Actions

The Executive Budget combats the heroin epidemic through an expansion of prevention, treatment, and recovery programs. The Budget expands community-based care and strengthens the oversight of services for vulnerable persons with investments to ensure that individuals receiving mental hygiene services are in the most integrated, appropriate and cost-effective setting possible.

The Budget recommends significant investments in the OPWDD, OMH and OASAS not-for-profit workforce. These investments include resources to leverage \$170 million annually to provide targeted compensation increases to direct care and clinical staff, as well as \$265 million (an annual increase of \$51 million) to support provider costs for minimum wage and related fringe benefit cost increases associated with the movement to a \$15 per hour living wage.

### Supporting People with Developmental Disabilities and their Families

Governor Cuomo's continued commitment to improving the overall quality, availability and cost-effectiveness of community-based, person-centered services has been demonstrated by budget investments within OPWDD and important policy reforms. The Budget supports the State's pledge to support individuals with developmental disabilities in the most appropriate community-based settings and reflects a 4.4 percent increase in annual spending. Specifically, the Executive Budget will:

- **Allocate \$120 Million for Program Priorities, Including New Service Opportunities.** For the seventh consecutive year, the Executive Budget includes State resources that could leverage up to a total of \$120 million in new funding on an annualized basis. This investment supports OPWDD priority program reforms, individuals entering into the system for the first time and seeking to access services and individuals already receiving services but whose needs have changed. OPWDD has leveraged new funding and other resources to:
  - **Expand the Availability of Certified Housing Supports in the Community.** OPWDD operates a robust community-based residential program, offering residential services and supports based on an individual's needs, goals and

# Mental Hygiene

---

preferences in order to support each individual in the most integrated community setting possible. The State and its network of not-for-profit provider agencies offer residential opportunities that provide 24/7 supervision as well as homes that offer less intensive staffing supports in one of the largest community-based residential programs in the country. In total, OPWDD currently supports 37,000 individuals in certified community-based residential programs funded with \$5.1 billion in public resources annually.

- **Support Expansion of Independent Living.** OPWDD also supports people with developmental disabilities to live as independently as possible by providing rental subsidies to individuals who wish to live in an apartment in their community. Since FY 2013, OPWDD has more than doubled the number of people who are authorized to receive rental subsidies, bringing the total to more than 6,400 individuals.
- **Provide More Day Program and Employment Options.** Day and employment services are a crucial aspect of offering participants the personal, social, and vocational supports needed to live in their community. Day and employment services vary depending on the needs and interests of the individual and support them in fully participating in their communities. OPWDD has invested significantly in these services and enhanced the array of available employment readiness programs over the past five years. There are currently almost 74,000 enrollments in day and employment supports.
- **Increase Respite Availability.** Respite services provide temporary relief to family caregivers, helping people with developmental disabilities live at home with their families for longer periods. Respite can be provided in the home or out of the home, during the day, evenings or overnight and often helps families better meet the needs of their loved one with a developmental disability. Currently, there are nearly 46,000 individuals enrolled in respite services, representing an increase of over 21 percent over the past five years.
- **Promoting Choice in Service Options.** Self-Direction provides the opportunity for individuals with intellectual and/or developmental disabilities to select a combination of OPWDD-authorized services and supports based on their strengths and needs. This is accomplished by providing enrollees with individualized budgets that are used to purchase the services they choose, the staff and/or organizations that provide them, and a schedule that works for them. Under the leadership of Governor Cuomo, OPWDD has prioritized investments in Self-Direction and increased the number of enrollees to nearly 16,000.
- **Commit an Additional \$15 Million to Develop Housing.** The FY 2021 Executive Budget continues to support the expansion of independent living opportunities for individuals with intellectual and developmental disabilities. Over the last several years, the State has invested in OPWDD's effort to develop safe and accessible residential opportunities. Cumulatively, the State has invested \$80 million for this purpose, including an additional \$15 million in FY 2021. These funds are distinct from resources that are available from the five-year, \$20 billion affordable and supportive housing plan, which is also helping support the development of residential opportunities for people with intellectual and developmental disabilities.
- **OPWDD Transition to Managed Care.** In July 2018, OPWDD successfully transitioned to an enhanced care coordination model through the development of regional Care Coordination Organizations (CCOs), a necessary first step in transforming the service

## Mental Hygiene

---

delivery system. Guidance regarding the requirements and standards to serve individuals with intellectual and/or developmental disabilities (I/DD) in Specialized I/DD Plans - Provider Led (SIP-PL) is expected to be released for public comment soon. Responses to this qualifications document will be used to better inform the agency on the system's readiness for Managed Care and the fiscal impacts. The State will assess the potential effectiveness and sustainability of the proposed delivery system to ensure individuals continue receiving appropriate services in the most cost-effective manner.

- **Promote More Efficient Use of State Resources.** In FY 2021, OPWDD will leverage federal Medicaid funding, utilize other supplemental aid where available and take other actions to more cost-effectively support the provision of person-centered programs.
- **Improve Accountability and Oversight.** The Executive Budget also includes legislation that provides OPWDD with the authority to issue operating certificates to providers of certain State Plan Medicaid services that are targeted to providing supports to individuals with intellectual and developmental disabilities. The authority to issue operating certificates will ensure that the highest quality supports are being provided in accordance with programmatic requirements through data reporting and other means.

### Promoting Mental Health

The Executive Budget builds on Governor Cuomo's efforts to expand OMH community services and transition individuals to more appropriate and cost-effective community settings. OMH has continued to enhance its service offerings in recent years, by expanding supported housing units throughout the State, providing additional peer support services, and developing new services, such as mobile crisis teams. Since FY 2015, the expansion in community-based services has resulted in 52,500 previously unserved individuals receiving services and funded over 1,970 additional supported housing beds. The success of these community investments has resulted in the reduction of over 700 unnecessary, vacant inpatient beds over the same period.

## Mental Hygiene

---

The Budget continues efforts that improve quality and expand capacity of services in the community. Specifically, the Budget will:

- **Enhance Support for Existing Residential Programs.** The Budget provides an additional \$20 million for existing community-based residential programs. This investment will help preserve access to housing, a critical component of recovery. Since FY 2015, annual funding to enhance support for these existing housing programs has increased by \$70 million.
- **Transform Kingsboro Psychiatric Center into a Recovery Hub.** The FY 2021 Executive Budget includes a plan to develop a voluntary-operated, step-down transition to community residence program on the Kingsboro PC campus and transform the campus into a "Recovery Hub Facility", focused on shortening lengths of stay and providing centralized community support services. This new service delivery model will be supported by new revenue generated through a federal Institutions for Mental Disease (IMD) Medicaid waiver. This transition is consistent with OMH's patient-centered approach to care with an emphasis on recovery.
- **Support High-Need Individuals.** The Budget provides an additional \$12.5 million for certain individuals living in transitional adult homes in New York City who wish to transition to more integrated settings in the community.
- **Invest in Infrastructure.** The FY 2020 Budget included \$100 million in appropriation authority to support the replacement of the Mid-Hudson Forensic Psychiatric Center in Orange County, which includes buildings over 100 years old that are not designed for current standards of care. The Executive Budget provides a second \$100 million appropriation for this purpose. The Budget also includes \$60 million to maintain and preserve community-based residential facilities that allow people with mental illness to live in the most integrated setting possible.
- **Establish Jail-Based Restoration Programs for Certain Defendants.** The FY 2021 Executive Budget establishes the authority to provide mental health restoration services to inmates in jail awaiting trial. Currently, defendants who are deemed incompetent to stand trial are treated at an OMH inpatient psychiatric hospital until they are restored to competency and returned to jail to await trial. This cycle often repeats itself with multiple inpatient stays at a psychiatric hospital, extending the time individuals are detained prior to trial. OMH will work with counties on a voluntary basis to develop specialized residential treatment units within their jails, ultimately reducing the time individuals with mental illness spend in jail awaiting justice.

## Addressing the Opioid Crisis

Under Governor Cuomo's leadership, OASAS has taken significant steps to address the opioid crisis by improving access to addiction treatment services, removing barriers to treatment, developing new and innovative treatment models, and expanding the number of treatment facilities in communities around New York State. The Executive Budget continues New York State's commitment to critical initiatives, including: the Centers of Treatment Intervention, which deliver evidence-based services through mobile treatment vehicles; Recovery Centers, which help New Yorkers recovering from Substance Use Disorder reintegrate into employment and their communities; expanding access to medication-assisted treatment (MAT) in emergency departments and jail-based settings; and the Certified Peer Recovery Advocate program, which employs recovering addicts to help individuals navigate treatment.

## Mental Hygiene

---

The Executive Budget also provides an increase of over \$23 million (3.7 percent) in operating and capital support for OASAS to continue to enhance prevention, treatment and recovery programs targeted toward chemical dependency, residential service opportunities, and public awareness and education activities. The Budget supports the following:

- **Residential Treatment Beds.** The Budget continues Governor Cuomo's commitment to expanding access to residential addiction treatment services through a combination of capital investments and operating support to community organizations. These investments are critical to ensuring New Yorkers struggling with substance use disorder have residential treatment options available if they need it. Through this effort, more than 200 new residential treatment beds are expected to open by the end of FY 2022.
- **Behavioral Health Parity.** The FY 2021 Executive Budget establishes the Behavioral Health Parity Compliance Fund for the collection of penalties imposed on insurance carriers who violate New York's Behavioral Health Parity laws, which will be used to support the Substance Use Disorder and Mental Health Ombudsman program. Additionally, the State will strengthen compliance with the Behavioral Health Parity provisions set forth in the FY 2020 Enacted Budget through the release of State regulations by October 2020.
- **Substance Use Disorder and Mental Health Ombudsman Program.** The Executive Budget continues \$1.5 million in funding to support the behavioral health ombudsman program, which helps individuals and their families navigate the behavioral health care system to ensure people have access to necessary care and services, and helps resolve issues when care has been delayed or denied. The Executive Budget also provides authority to utilize up to \$1.5 million in funds received in the newly established Behavioral Health Parity Compliance Fund.

## Protecting Vulnerable People

To protect the health and safety of vulnerable people under the State's care or oversight, the Justice Center has primary responsibility for receiving, investigating and/or reviewing abuse and neglect allegations at certain facilities and programs that are operated, certified, or licensed by the following six agencies: OMH, OPWDD, OASAS, DOH, Office of Children and Family Services (OCFS), and the State Education Department (SED). The Justice Center is responsible for ensuring the safety and well-being of the approximately one million adults and children who, due to physical or intellectual disabilities, or the need for services or placement, are receiving care from one of the over 3,000 facilities or service providers overseen by the six State agencies. The FY 2021 Executive Budget includes legislation that will increase the Justice Center's operational efficiency. To support the Justice Center's efforts, the FY 2021 Executive Budget includes an increase of \$1.5 million in funding and includes centralized resources available for the continued support of agency responsibilities associated with the Raise the Age (RTA) initiative.

## Multi-Agency Budget Actions

The Executive Budget leverages an additional \$170 million to support compensation increases for direct care and clinical staff at not-for-profits licensed, certified or otherwise authorized by OPWDD, OMH and OASAS.